United Nations A/67/632

General Assembly

Distr.: General
12 December 2012

Original: English

Sixty-seventh session
Agenda item 54
Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Summary

In its report on its substantive session of 2012 (A/66/19), the Special Committee on Peacekeeping Operations made recommendations on peacekeeping in all its aspects and requested the Secretary-General to report on their implementation in advance of its substantive session of 2013. The present report reviews the implementation of those recommendations and provides an overview of recent operational developments and their implications for evolving policy and reforms relating to United Nations peacekeeping.

12-64469 (E) 070113

Please recycle

I. Introduction

1. The first peacekeeping operation was established 64 years ago. Since 1948, there have been 67 operations on five continents, of which 16 remain deployed. Current peacekeeping operations span Chapters VI, VII and VIII of the Charter of the United Nations and support the deployment of 119,000 peacekeeping personnel in the field.

2. In peacekeeping, one size does not fit all. Missions have evolved as the nature of conflict itself has changed over the past decades. Operations today are more varied and complex than ever before, bringing together various configurations of civilians, troops and police under a unified leadership. Some missions are multidimensional, with an evolving mix of military, police and civilians supporting peacebuilding, protection of civilians and other transitional tasks. Other missions deploy troops along borders as a buffer. Still others have been deployed with unarmed observers to observe a ceasefire or a separation of forces, as was the case with the United Nations Supervision Mission in the Syrian Arab Republic (UNSMIS), deployed in 2012 at record speed and with the strong support of Member States. The diverse configurations and tasks of these missions attest to the flexible nature of this indispensable political and operational tool.

II. Key operational developments in 2012

3. Developments in 2012 demonstrated that United Nations peacekeeping remains one of the Organization's most visible and vital activities. Peacekeeping operations faced, and will continue to face, demanding challenges in often volatile environments.

4. Two years after South Sudan gained independence, the Sudan and South Sudan have made some progress in resolving the outstanding issues between them. On 27 September 2012, in Addis Ababa, the two countries signed a series of agreements on oil and related economic matters, banking, trade, arrears, the status of nationals of one State residing in the other, border issues (including demarcation), border security arrangements and overall cooperation between them. The issues of the final status of the Abyei Area and the disputed and claimed border areas remain unresolved, however. Accordingly, the United Nations Interim Security Force for Abyei continued to maintain security in the Abyei Area and support the implementation of the Agreement between the Government of the Sudan and the Sudan People's Liberation Movement on Temporary Arrangements for the Administration and Security of the Abyei Area of 20 June 2011. It also established initial operating capacity to support the Joint Border Verification and Monitoring Mechanism between the Sudan and South Sudan. Concurrently, the United Nations Mission in South Sudan continued to focus on democratic transformation, protection of civilians, conflict prevention and capacity-building in South Sudan.

5. In Darfur, sporadic ethnic and tribal conflicts and clashes between rebel groups and Government forces continue. Banditry and restlessness among militia formerly supportive of the Government will probably continue to pose security threats. Progress has been slow in the implementation of the Doha Document for Peace in Darfur. The African Union-United Nations Hybrid Operation in Darfur will continue to focus on the protection of civilians through the implementation of an early

warning and response system and the increased presence of military and police units in high-risk areas, while also supporting the implementation of the framework for African Union and United Nations facilitation of the Darfur peace process and facilitating the work of the United Nations agencies, funds and programmes, among its other mandated tasks. The capacity of the Operation to successfully carry out those tasks may continue to be hampered by restrictions such as the denial of entry visas and interference with the free movement of United Nations peacekeepers within its area of operations. Changes in the security situation since its initial deployment in 2008 have allowed some rightsizing in the Operation through reductions in its military and police components. These planned reductions are scheduled to take effect in the military components by 1 July 2013 and the police component by 31 January 2014.

6. In the eastern Democratic Republic of the Congo, the security situation remains volatile. The situation has significantly deteriorated, with an armed mutiny of former Congolese soldiers spawning a new and dangerous faction, the Mouvement du 23 mars. The mutiny and the ensuing violence have taken a heavy toll on the civilian population, already suffering from the activities of other armed groups, including the Forces démocratiques de libération du Rwanda, the Lord's Resistance Army and the Allied Democratic Forces. Countries of the region, under the auspices of the International Conference on the Great Lakes Region, have proposed arrangements to tackle the situation, including a border monitoring mechanism and a neutral international force. While working with the International Conference, the primary focus of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo will remain the protection of civilians, through the completion of military operations in the Kivus and Orientale Province, and strengthening the capacity of the Government to protect its population, through the establishment of credible and reliable security forces and the consolidation of State authority throughout the territory. The Security Council, in its resolution 2076 (2012), requested the Secretary-General to report on options for possible redeployments of the Mission's contingents and additional force multipliers to improve its ability to implement its mandate.

7. While significant, the gains achieved in West Africa are extremely fragile and susceptible to reversal. In Côte d'Ivoire, progress has been made in restoring normalcy since the violent post-election crisis of 2010/11, including the launch of a disarmament, demobilization and reintegration pilot operation that involved 1,500 combatants as at the end of November 2012. Nevertheless, the security situation in the country remains fragile and has deteriorated over the past months. For example, because the national security institutions have limited capacity, irregular armed groups cross the border with Liberia and prey on unprotected civilians, thereby contributing to the instability in the border areas. Further progress in the disarmament, demobilization and reintegration of former combatants needs to be pursued urgently, as does the reform of security institutions. To take on these challenges, the Security Council, in its resolution 2062 (2012), decided that the protection of civilians would remain the priority for the United Nations Operation in Côte d'Ivoire (UNOCI) and that UNOCI would put added focus on supporting the Government on disarmament, demobilization and reintegration and security sector reform. Accordingly, UNOCI will continue to support national efforts to stabilize the security situation, monitor and deter the activities of militias, mercenaries and other illegal armed groups, tackle cross-border security challenges, including cross-

border movements of armed groups and weapons, and continue efforts aimed at further developing the national security architecture. Following the killing of seven UNOCI peacekeepers on 8 June in Para in western Côte d'Ivoire and the continuing attacks on the Ivorian side of the border, resulting in the deaths of civilians and security personnel, UNOCI and the United Nations Mission in Liberia have increased inter-mission cooperation arrangements.

8. In Liberia, progress in the consolidation of peace has allowed the Organization to proceed with the reduction of the Mission's military component by approximately 4,200 troops, to take place in three phases between August 2012 and July 2015, while adding three formed police units to the police component. Efforts have continued to support the Government in building national institutions able to maintain stability independently of a peacekeeping mission. The Mission will support the people and Government of Liberia to take forward national reconciliation, constitutional reform and security sector reform, in addition to building the capacity of the national police and assisting in extending State authority and services nationwide.

9. Mali is currently facing an extremely grave political, security and humanitarian crisis, threatening not only its population but also the stability of the entire Sahel. Since the adoption by the Security Council of resolution 2071 (2012), a multi-pronged approach to the resolution of the crisis has been pursued, in partnership with the Malian authorities, the Economic Community of West African States, the African Union, the United Nations and other key stakeholders. As part of an interdepartmental effort, the support of the Department of Peacekeeping Operations and the Department of Field Support in this approach, in particular regarding its security aspects, will probably be needed, subject to authorization by the Council.

10. In Haiti, some progress has been made towards strengthening the country's democratic and rule of law institutions and in the overall maintenance of security nationwide, again allowing for a careful and responsible handover of responsibility for security from military personnel to formed police units and ultimately to the Haitian national police. Accordingly, in 2013/14, the United Nations Stabilization Mission in Haiti will decrease operational police support and concentrate on the development of the Haitian national police. It will also focus on supporting the consolidation of political stability, fostering accountability and oversight mechanisms for the functioning of rule of law institutions and good governance and developing a conditions-based plan for handing over responsibility for stability to the Haitian authorities.

11. In Kosovo, the evolving nature of the political and operational environment will continue to inform the priorities of the United Nations Interim Administration Mission in Kosovo. The Mission will continue to play a political role, facilitating the peaceful resolution of disputes, especially in the north. It will also continue to seek to improve coordination and cooperation with the European Union Rule of Law Mission in Kosovo, the International Security Force in Kosovo and the Organization for Security and Cooperation in Europe to achieve common objectives, while acknowledging differences in operational roles and mandates.

12. In Western Sahara, the United Nations Mission for the Referendum in Western Sahara will continue to serve as an instrument of stability in the event that the political stalemate continues, as a mechanism to support the implementation of

successive Security Council resolutions relating to the mandate of the Mission and to provide independent information on conditions on the ground to the Secretariat, the Council and the international community. In Cyprus, the United Nations Peacekeeping Force in Cyprus will continue to carry out operations designed to prevent a recurrence of fighting, contribute to the restoration and maintenance of law and order and return to normalcy and maintain a peaceful environment for settlement negotiations.

13. In Somalia, the United Nations continues to support the new Government that established itself in 2012 at the end of an eight-year transitional period by focusing its efforts on security, peacebuilding and planning for a constitutional referendum and democratic elections by 2016. At the same time, the Department of Peacekeeping Operations and the Department of Field Support will continue to provide essential support to the African Union Mission in Somalia (AMISOM), the expansion of which has progressed well. AMISOM has made significant progress in dislodging Al-Shabaab from key locations in southern and central Somalia. While active military operations will probably continue for at least one more year, in 2013/14 the African Union is expected to place greater emphasis on maintaining public safety and security in recovered areas and on developing Somali security institutions.

14. In the Middle East, the situation in the Syrian Arab Republic will probably remain a major factor of volatility and uncertainty throughout the region. UNSMIS withdrew in August because armed hostilities had restricted its ability to implement its mandate. Counselling support was offered to personnel, including to former UNSMIS uniformed personnel, following this deterioration in security conditions through a collaborative outreach effort with troop-contributing countries. The impact of the conflict will continue to be felt in neighbouring countries, including Lebanon, but has not yet had a direct effect on the United Nations Interim Force in Lebanon. The situation in the Force's area of operations, including along the Blue Line, remains generally quiet. The Force has, however, in close coordination with the Lebanese armed forces, enhanced its operational activities to maintain security and stability in its area of operations, following the recent temporary redeployment of some Lebanese armed forces units north of the Litani River owing to multiple security responsibilities elsewhere in the country. The ability of the United Nations Disengagement Observer Force to implement its mandate has been affected by the spread of fighting to the area of separation, which could jeopardize the Agreement on Disengagement between Israeli and Syrian Forces and the safety and security of personnel. The United Nations Truce Supervision Organization will continue its regional liaison functions and deploy observers to the United Nations Interim Force in Lebanon and the United Nations Disengagement Observer Force to support the implementation of their respective mandates.

III. United Nations peacekeeping and its global partnership

15. United Nations peacekeeping is an undertaking that reflects the collective will of the international community to respond to threats to international peace and security. Its success therefore depends on the unified support and contributions of the international community as a whole. The universal nature of the United Nations also contributes strongly to its global legitimacy and reach.

16. United Nations peacekeeping remains a cost-effective and unique arrangement for burden-sharing and collective action that is deeply reliant on global partnership and unified political support. The Special Committee on Peacekeeping Operations has a critical role in strengthening and improving peacekeeping, in particular as a forum that brings together a diverse set of stakeholders. As argued in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809), a unified Security Council producing coherent and achievable mandates is also vital for United Nations peacekeeping. Similarly, troop reimbursement and related issues such as operational readiness and force generation are at the heart of the peacekeeping partnership and, for that reason, timely consideration of the recommendations of the Senior Advisory Group will be important for this global partnership.

17. The 116 countries currently providing uniformed personnel to the 16 missions are key stakeholders. The Secretariat has worked to strengthen strategic engagement with current contributors and to expand the base of countries contributing military and police personnel. Troop- and police-contributing countries have regularly stressed the need for their close engagement in all aspects of peacekeeping. In response, the Secretariat has established a regular process of briefing those countries in connection with technical assessment missions and mandate renewals as part of triangular cooperation with the Secretariat, troop- and police-contributing countries and the Security Council.

18. As the above summary suggests, United Nations peacekeeping operations continue to encounter significant political and operational challenges that will require the concerted support of and engagement by the international community. The responses to those challenges will require that peacekeeping operations be appropriately and clearly mandated. It will require that they be adequately resourced, in particular with regard to the capabilities needed to ensure effective performance and the fulfilment of the mandates set by the Security Council in an evolving context. It will require enhanced cooperation among all stakeholders and concerted efforts with partners, including by focusing mandates on core issues directly relating to sustainable peace and security and ensuring optimal burden-sharing with, among others, regional and subregional organizations. Lastly, it will require the United Nations to be proactive in planning for a range of contingencies so that it may engage rapidly and effectively, as required by the Council.

IV. Delivering on mandated roles

19. The strategic context of each peacekeeping operation is dynamic. Accordingly, the regular review of mandates by the Security Council should afford an opportunity to ensure that mandates evolve in line with this reality. In supporting decision-making in the Council, the Secretariat must adhere to the tenet set down by the Panel on United Nations Peace Operations in 2000 to provide detailed, accurate and timely information to the Council, and all interested Member States, reflecting what, in its best judgement, the Council needs to know — rather than what it may want to hear. In turn, it is vital for the success of United Nations operations that the mandates authorized be clear and achievable.

20. In this spirit, periodic reviews of peacekeeping operations should be undertaken at least once every two years. These periodic reviews will help to ensure that the United Nations has the correct mix of skills and capabilities to match

evolving mandates and changing requirements on the ground. Each mission must be examined on its merits. Where circumstances dictate, additional resources and capabilities required to succeed will be requested. Where resources are in excess, adjustments will be proposed accordingly. In the same vein, over the past year, the Department of Peacekeeping Operations has reviewed uniformed personnel in several missions, resulting in their rightsizing. At the request of the General Assembly, the Department of Field Support is currently reviewing civilian personnel.

21. In addition to those efforts to align mandates and resources with the evolving situation on the ground, the Secretariat has been working, in close consultation with the Special Committee on Peacekeeping Operations and other stakeholders, to better define and ensure a shared understanding of the critical roles mandated to peacekeeping operations. It is particularly important to have a shared understanding of the role of peacekeeping among the broad array of national and international actors in a post-conflict setting. Two key examples relate to the roles of peacekeepers in protection of civilians and in peacebuilding, which were both identified in the New Horizon non-paper published in 2009.

Protection of civilians mandates

22. The Secretariat has continued to focus on supporting the capacity of missions mandated to protect civilians so that they can effectively implement their mandates. Central to that effort has been the implementation of specific training. This includes the development of mission-specific, tactical-level predeployment training modules with scenario-based exercises adapted to missions with a mandate to protect civilians, aimed at providing practical training to police, military and civilian components on implementing civilian protection activities. In addition to their intended use for predeployment training purposes, these mission-specific modules have also been used for in-mission training in one mission, UNOCI. Furthermore, the operational-level civilian protection modules have been used to train personnel from troop- and police-contributing countries in peacekeeping training centres.

23. Efforts have also focused on supporting missions in the development and/or revision of comprehensive strategies to protect civilians. These strategies draw on tools previously developed, including the Framework for Drafting Comprehensive Protection of Civilians Strategies and the Protection of Civilians Resource and Capability Matrix, which is aimed at assisting missions in matching resources and capabilities with the activities that they may wish to carry out in support of their mandates to protect civilians.

24. Mindful that protecting civilians is not limited to the military but rather is a whole-of-mission effort, the Department of Peacekeeping Operations and the Department of Field Support will perform a comparative study of the coordination of the implementation of mandates to protect civilians. This study, to be launched early in 2013, will examine the eight missions with civilian protection mandates.

25. A growing area of work in 2013 will be to examine how United Nations peacekeeping can better assist host Governments in discharging their primary responsibility to protect civilians. A series of round-table discussions will be held with key stakeholders, including internal Department of Peacekeeping Operations stakeholders, other United Nations partners, troop- and police-contributing countries and experts, in 2013, with the first planned for the first quarter of 2013.

26. In peacekeeping missions, it is essential that work continue to mainstream gender, strengthen the protection and promotion of the rights of women and girls and tackle sexual violence in conflict. Child protection is also a critical area in which strategic advice and training is needed to ensure that all components of the mission are well informed and well positioned to prevent and respond to grave violations against children.

Peacebuilding mandates

27. Efforts to build sustainable peace in a country emerging from conflict require concerted action by a wide range of interested stakeholders. The Special Committee has noted the important role that peacekeeping missions play in peacebuilding, both in supporting critical tasks and in enabling others, by supporting countries in developing critical peacebuilding priorities and strategies, by helping to create an enabling environment in which national and international actors can undertake these efforts and by implementing some early peacebuilding tasks themselves. The Committee also noted the paper prepared by the Department of Peacekeeping Operations and the Department of Field Support on the role of peacekeepers in early peacebuilding and stressed the need for close coordination among peacekeeping missions, United Nations country teams and other development actors. As set out in the report of the Secretary-General on peacebuilding in the aftermath of conflict (A/67/499-S/2012/746), further progress has been made towards more effective integration.

28. In the same report, the Secretary-General identified inclusivity and institution-building as critical in preventing relapse into violent conflict and producing more resilient States and societies. Peacekeeping missions play a critical role in both respects by promoting and facilitating inclusion and supporting national institution-building in countries such as Haiti, Liberia, South Sudan and Timor-Leste. When countries hosting peacekeeping operations come on the agenda of the Peacebuilding Commission, it is important that a system-wide approach be supported and enriched by this engagement. Liberia is the first such example and the United Nations is learning lessons from this continuing collective effort.

29. In that report, the Secretary-General also emphasized that there was a need to ensure sustained international support and mutual accountability. This holds particularly true during the period of transition as a peacekeeping operation draws down and hands over its responsibility to national or international partners, which is of vital importance. Decisions must be carefully planned and consultations must be held. This process requires sustained international support and the international community needs to be mindful of the collective impact of these decisions on countries working to consolidate peace. To this end, the Department of Peacekeeping Operations and the Department of Field Support were involved in the development of an Organization-wide policy on transitions in the context of mission drawdown and withdrawal, which was informed by extensive lessons learned and good practices acquired from past and present transitions such as in Burundi, Liberia, Sierra Leone and Timor-Leste. It outlines key principles that should apply to all transitions, taking account of the particular circumstances of a country — national ownership and national capacity development, flexible and integrated planning and communication — and clarifies the roles and responsibilities of the various United Nations actors, both at Headquarters and in the field. Individual

United Nations partners are complementing this effort through the development of entity-specific guidance and generation of lessons learned in their mandated areas.

V. Capabilities and performance

A. Military and police capacity

30. With regard to military and police capacity, the Organization is continuing its work, with troop- and police-contributing countries, to place effectiveness and performance at the heart of peacekeeping operations through a capability-driven approach. This is a shared endeavour, which must have at its heart the goal of ensuring that United Nations personnel are ready, able and equipped to meet the demanding mandates that they face. An overarching quality assurance framework, supported by standards, guidance and training, is a means to improve effectiveness and performance while enhancing safety and security. Under this broad performance framework, the Organization has specific initiatives to ensure a practical and field-oriented approach.

31. The United Nations has developed three sets of initial standards: on medical support, staff officer training and infantry battalions. An infantry battalion manual was completed in 2012 and has been shared with Member States and partner regional organizations, among others. A number of troop-contributing countries are currently piloting its use during the predeployment preparation of their battalions. Capability standards for other military contributions will be required and the Secretariat is considering options to develop these standards in consultation with Member States.

32. The Organization is developing a strategic guidance framework for policing to ensure more consistent and standardized United Nations approaches to the provision of public safety, police reform and support to host-State police and other law enforcement agencies.

33. The timely recruitment of appropriately skilled police personnel remains a challenge, in particular because the development of host-State security institutions has become a vital component of several mission mandates. Missions therefore need the capacity not only to mentor and advise, but also to provide specialized support for host-State police services in all areas of their work. Standardized job descriptions, systematic mapping of skills gaps in missions and the establishment of a police human resource database form part of this effort. Attracting police expertise with the required language skills remains a challenge. While fruitful cooperation with the International Organization of la Francophonie continues in this regard, additional support from Member States is needed. The global effort to increase female officers has led to an increase from 6.6 per cent in January 2010 to almost 10 per cent in October 2012.

34. The Organization is working closely with Member States to bolster mechanisms for operational readiness assurance with a focus on the evaluation of deployed uniformed personnel. In addition, it is hoped that the General Assembly will support the Secretary-General's proposal to put in place a Director-level post to evaluate field uniformed personnel to support the Secretariat and Member States through monitoring and analysis of the efficiency, effectiveness and utilization of the military components and formed police units of field missions.

35. In the area of training, the Organization is developing mission-specific training and scenario-based exercises designed for use by Member States before deployment and for in-mission use. These materials are intended to train decision makers and staff and are aimed at units and individually deployed personnel. A package of new mission-specific training materials for United Nations infantry battalions on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, the African Union-United Nations Hybrid Operation in Darfur and the United Nations Mission in South Sudan has been recently approved and disseminated. The Organization has already made a significant step forward with the issuance of revised guidance on predeployment testing and assessment of United Nations police, which was developed in close consultation with Member States. It has provided training for 158 Member States to improve the operational readiness of formed police units. Lastly, initial feedback has been positive on the new intensive orientation course for heads of military components.

36. As part of a capability-driven approach, the Secretariat is considering the introduction of contemporary technologies in support of the implementation of peacekeeping mandates. In this context, the Department of Peacekeeping Operations is contemplating the use, on a trial basis, of unmanned aerial systems by the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo and UNOCI to support the implementation of their mandates, enhance their capacities for early warning, situational awareness, force protection and staff security and reduce their dependency on helicopters for reconnaissance missions. Such technology will be used only with the agreement of the host countries and in consultation with all countries concerned. A full briefing will be provided to the Special Committee before its substantive session.

37. In addition to this broad effectiveness and performance agenda, United Nations peacekeepers continue to require the critical force enablers and multipliers and enabling capacities that provide missions with the necessary mobility and rapid reaction capacity. With the encouragement of the Special Committee, joint efforts by the Department of Peacekeeping Operations and the Department of Field Support have helped to improve the incentives for contributor countries to fill these gaps, significantly reduced the shortfall in military helicopters and improved processes for reimbursement of the services provided. In 2012, more than 40 Member States were approached to provide the required helicopter capabilities authorized by the Security Council in its resolution 1769 (2007). A total of 14 additional helicopters were deployed by six troop-contributing countries over the past 10 months. Three additional contributions are in process. At the same time, United Nations efforts continue to ensure the serviceability of equipment and identify sources of additional aviation assets, engineering contingents, medical specialists and transnational organized crime and other specialized police teams.

38. The Organization has also expanded its use of inter-mission cooperation, which allows it to craft regional approaches to regional issues, such as combating the Lord's Resistance Army. It also allows the Organization to optimize the use of scarce military assets, as in the case of a tactical aviation unit used by both UNOCI and the United Nations Mission in Liberia. As a short-term arrangement, it allows the Organization temporarily to alleviate, in times of crisis, the impact of critical gaps, such as the military helicopters gap in the United Nations Mission in South Sudan. It also allows the Organization to provide rapid surge capacity to missions either in times of crisis, as was the case with UNOCI, or at start-up, as was the case

with the United Nations Interim Security Force for Abyei and UNSMIS. The Secretary-General expresses gratitude and appreciation to those troop- and police-contributing countries that consented to the swift redeployment of their personnel or assets. They have helped to protect and save the lives of many civilians.

39. There should be no attempt to solve long-term problems with short-term measures. When used as a short-term, stop-gap measure, however, inter-mission cooperation can provide a timely response for critically needed capacity. The Secretary-General looks forward to working with the Special Committee towards further strengthening inter-mission cooperation.

B. Civilian capacity

40. Strengthening the performance and structures of police, justice and corrections institutions, conducting disarmament, demobilization and reintegration operations and supporting national security sector reform efforts are priorities, given that these areas are vital to consolidating peace. Mine action has long been recognized as a way of building peace and confidence in post-conflict peacekeeping settings. The protection of civilians and of United Nations personnel and assets increasingly relies on effective responses to the threat of new types of explosive weapons, such as improvised explosive devices. This will be reflected in the new strategy for the United Nations in mine action to be launched in 2013. All these are areas in which the Organization needs specialized and deployable capacity able to tailor efforts to the unique demands of each country.

41. The provision of support to rule of law and security institutions is an area of growing demand. To enhance the capacity of judicial affairs and corrections officers in the field, the Department of Peacekeeping Operations continues to develop a growing body of policy and guidance materials, many of which are useful not only for the peacekeeping context but also for the entire United Nations system. These include the first United Nations training course focusing on the rule of law, a handbook for judicial affairs officers in peacekeeping operations and a guidance manual on prison security. Furthermore, for the first time, a set of system-wide strategic guidance notes on security sector reform has been developed by the inter-agency Security Sector Reform Task Force.

42. In line with the recommendations contained in the report of the Secretary-General on civilian capacity in the aftermath of conflict (A/66/311-S/2011/527), the Department has over the past years expanded partnerships with Governments, in particular from the Global South, to tap into the expertise available in Government services. As part of this effort, it is facilitating the deployment of an increasing number of judges, prosecutors, military justice experts, investigators and corrections officers. Partner Governments provide personnel, often from the region, to assist and advise their peers in post-conflict settings to reform and strengthen rule of law institutions.

43. The Department and the United Nations Development Programme are consolidating their expertise in police, justice and corrections and co-locating some existing capacity as part of the joint global focal point arrangement for police, justice and corrections areas in the rule of law in post-conflict and other crisis situations. This innovative arrangement aims to help to improve the support provided by Headquarters in response to requests from the field and serves as an

entry point for missions and Member States seeking advice, specialist support and guidance. The success of this effort will depend on the availability of adequate resources. The support of Member States in very practical ways is encouraged.

44. Following the landmark human resources management reforms approved by the General Assembly in its resolutions 63/250 and 65/247, the Organization continues to steadily improve its ability to attract and retain qualified civilian specialists for assignment to peacekeeping operations worldwide. There has been progress towards a global, dynamic and adaptable workforce, including the implementation of continuing contracts. The average vacancy rate for international posts throughout all field missions stood at 16.1 per cent as at 30 June 2012, down from the high-water mark of 33.8 per cent in January 2008. The turnover rate for internationally recruited staff members has continued its pattern of steady decrease. The average turnover rate for the 12-month period ending on 30 June 2012 was 8.4 per cent, which was 2.8 per cent lower than in 2011.

45. In addition to the steady decrease in the vacancy and turnover rates that reflects the sustained return on the investment that Member States have made in human resources management reforms, the Department of Field Support continues to make significant steps to improve the use of rosters. As at 1 July 2012, 12,055 candidates endorsed by the field central review bodies had been placed on a roster, some for more than one job function, and were available for immediate selection by hiring managers in the field missions. During the period 2013/14, the civilian staffing process will evolve as a result of changes in policies that govern staffing activities and the technological applications that support the process.

VI. Partnership

46. Partnership is a vital element of United Nations peacekeeping, in particular over the past decade as demands have grown in scope and complexity. Peacekeeping today takes place in a context that requires enhanced cooperation among all stakeholders and concerted efforts with partners, including by building further on past experiences, different competencies, capacities and comparative advantages and the complementarity of mandates, by ensuring optimal burden-sharing and use of available resources and by further anchoring cooperation in shared values and principles as provided for by the Charter.

47. The African Union and the regional economic communities, in particular, are vital strategic partners of the United Nations in all areas of cooperation in Africa. Indeed, regional and subregional organizations have a unique influence on, leverage over and access to crisis situations in their region. In Africa, integrating the strengths of the United Nations and the African Union has become an indispensable part of the international community's response to crises on the continent. It has proven essential for the United Nations to work in tandem with regional or subregional actors, at times in a lead role, in a supporting role, in a burden-sharing role, in sequential deployments and in joint operations.

48. The Organization's operational partnership with the African Union has evolved considerably and taken various forms. The joint/hybrid peacekeeping and mediation in Darfur, the logistical support to AMISOM and the cooperation on the Sudan and South Sudan and against the threat of the Lord's Resistance Army, in addition to the planning support for the deployment of an international military force in Mali, are

the most prominent. Each partnership has had its unique benefits and challenges and, with each endeavour, the cooperation has evolved, new lessons have been learned and new methodologies developed to maximize the Organization's efforts.

49. Meanwhile, the United Nations Office to the African Union continues to provide technical expertise for the development of the African Standby Force in accordance with the strategic plans of the African Union Commission. It also offers advice and assistance in overall planning and management of current operations, such as AMISOM and efforts to combat the Lord's Resistance Army, and of potential future operations, including in Mali. These activities are carried out as part of the Office's continuing efforts to help to build the capacity of the African Union Commission and the regional economic communities and regional mechanisms under the framework of the Ten-Year Capacity-Building Programme for the African Union.

50. The Organization will also continue to strengthen its partnership with the European Union, at the country level and through strategic initiatives and mechanisms such as the European Union action plan to enhance Common Security and Defence Policy support to United Nations peacekeeping, which was adopted by the States members of the European Union in June 2012, and the United Nations-European Union steering committee on crisis management, which meets twice a year, most recently in November 2012.

51. To better meet the peacekeeping challenges of today and tomorrow, the United Nations is also expanding its collaboration on peacekeeping with organizations such as the North Atlantic Treaty Organization and the Collective Security Treaty Organization, in addition to the regional economic communities. The United Nations will continue, with the support of the Special Committee, to further its partnership with regional organizations, including through the annual high-level meeting between the Secretary-General and regional organizations.

VII. Global field support strategy

52. Underpinning the global field support strategy is the proposition that through a global approach to support the Organization can achieve both better service delivery and greater efficiency. The regular consultations with the Special Committee during the elaboration and start-up of the strategy over the past two years have helped to ensure, in particular, that the strategy is responsive to the demands of its key clients.

53. In 2012, the United Nations has been able to draw on innovations to strengthen its support in Libya, Somalia, the Syrian Arab Republic and elsewhere. The Global Service Centre, which comprises the capabilities of the United Nations Logistics Base at Brindisi, Italy, and the United Nations Support Base at Valencia, Spain, has played a central role in responding to these operational demands. In Libya, for example, the Global Service Centre supported the start-up of the United Nations Support Mission in Libya, allowing the Special Representative of the Secretary-General for Libya and a small team to be operational in Tripoli within a few days of the adoption by the Security Council of resolution 2009 (2011) and saving the Organization some $1 million. In the Syrian Arab Republic, operational successes have been attributed to the effective leveraging of inter-mission cooperation with the United Nations Interim Force in Lebanon and the United Nations Disengagement Observer Force and, again, capacity in Brindisi. The rapid start-up of UNSMIS was facilitated by deployment of vehicles and communications support

from the Global Service Centre, allowing the Mission to achieve full operational capacity within one month.

54. In 2012, the United Nations Support Office for AMISOM (UNSOA) capitalized on the strategy modularization effort to support the deployment of African Union troops in Somalia. AMISOM troops were rapidly deployed to high-risk areas in three large pre-defined modular bases (one 1,000-person and two 850-person bases). The current focus of UNSOA is to construct three modularized logistics hubs in the three sectors of Baidoa, Beledweyne and Kismayo to support the expansion of AMISOM throughout southern and central Somalia. The Organization anticipates that further modularized battalion- and company-sized camps may be required in the next phase of AMISOM work.

55. With regard to the Regional Service Centre at Entebbe, Uganda, the current priority is to ensure that the model for regional centres, namely the Centre at Entebbe, realizes the vision of a truly integrated hub of transactional support. The Transportation and Movements Integrated Control Centre, created within the Regional Service Centre, integrates and optimizes transportation and movement services in Central and East Africa. It coordinates regional efforts for airfield infrastructure, including ground support equipment, leading to safe operations and quick turnarounds. It facilitates the reconfiguration and sharing of the regional air fleet and manages troop rotations for the missions, delivering savings in both of those areas while improving service. A direct benefit to troop-contributing countries has been more reactive and flexible scheduling of the newly established long-term charter aircraft. Current efforts within the Regional Service Centre are focused on successfully integrating the human resources and finance transaction functions transferred from client missions in the region. Workflows among staff in Entebbe are being integrated and streamlined — a process that will be affected by, and thus must anticipate, the impending roll-out of Umoja. The establishment of potential additional regional service centres will await the achievement of the end state in Entebbe and identification of lessons learned.

56. Lastly, the strategy will improve service owing to a clearer division of labour between Headquarters, the Global Service Centre, the Regional Service Centre and the missions. Before the strategy, operational, transactional and strategic functions were too often taking place alongside one another at all four levels of activity. This duplication of roles had to be replaced with a clear delineation of responsibilities and functions. Headquarters is now reprofiling to focus on engagement with Member States and institutional clients and partners, policy and strategic support to the field, with a reduced volume of transactional workload. This will enhance the ability of the Department of Field Support to provide useful strategic advice and practical templates, best practices and lessons learned to the field. The Global Service Centre is evolving to become the strong operational arm of the Department, the global supply chain operations manager and information technology hub for United Nations peace operations worldwide. The Regional Service Centre meanwhile carries out the lion's share of personnel and personnel administration transactions for its client missions. In the field, missions and their personnel must receive the high-quality support that they require to implement mandates effectively.

57. This division of labour is laid out in the strategy end-state vision, which will be articulated in further detail in the third progress report of the Secretary-General on the implementation of the strategy. To achieve the desired end state, close

cooperation among all partners and stakeholders will be vital. In this light, regular efforts to meet and update Member States on progress achieved and to benefit from their views and guidance will continue. Quarterly briefings to the Special Committee on the strategy in all its operational aspects resumed in November 2012 following the adoption of the Special Committee's annual report in September 2012.

VIII. Observations

58. Peacekeeping operations, by definition, must contend with extremely challenging political and security environments that evolve continually and sometimes, precipitously. Peacekeeping has shown itself to be an adaptable tool and the Organization must do all that it can to further strengthen this adaptability.

59. Peacekeeping operations must be flexible and nimble so that they can shift and respond to the situation on the ground, building and protecting fragile peace and contributing to the protection of civilians from imminent threat of physical violence. This requires that, throughout all areas and both at Headquarters and in the field, the United Nations continue to enhance peacekeeping capabilities. This means well-prepared and highly motivated personnel, the right equipment and resources, strong leadership and regular reviews to ensure that mandates and resources are aligned and in tune with the situation on the ground. This can be achieved only through a strong partnership between the Secretariat and Member States, in particular troop- and police-contributing countries.

60. The Department of Peacekeeping Operations and the Department of Field Support have been asked to ensure that peacekeeping missions are rightsized, which means that they should have the resources that they need and use them efficiently. The Organization will continue to monitor and assess its missions to ensure that they are appropriately structured and resourced. While the current trends in the field have allowed for reductions, new demands may well arise for peacekeeping and the United Nations must be ready, when called upon, to meet them with the necessary resources.

61. Similarly, the Organization must take all steps necessary to ensure that its peacekeepers are adequately trained, equipped and prepared to fulfil their mandated tasks with an assurance of consistently high levels of performance. They must also have access to appropriate technology that increases their situational awareness, enhances their effectiveness and improves their security.

62. The global field support strategy is yielding measurable gains for the timely deployment of the Organization's missions, service provision to personnel and efficient use of resources. The Special Committee is urged to continue its active and informed engagement in this effort to define and realize an end state that delivers strengthened field support to the missions.

63. If United Nations missions are to help to ensure that sustainable peace is achieved in the countries in which they are deployed, they must contribute effectively alongside other partners to longer-term peacebuilding goals. In particular, many missions are mandated to support the rule of law. There is a need to work to ensure that the Organization has access to the correct expertise, in particular in specialist police areas, and bring this expertise to bear as part of coherent and integrated planning.